

ABOUT GROWTH

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Cheney combines GMA planning efforts and economic development

By Steve Worthington
Cheney Community Development Director

Anticipation and capacity, those are keywords for the city of Cheney as it prepares for economic development. Those words were "on our radar" even when growth management legislation was being crafted in the early 1990s.

Anticipating growth and providing capacity through GMA planning has enabled this small city of 8,270 people to bring over 900 new jobs to the community from five different manufacturing companies.

Those companies are:



**Johnson Matthey
Electronics**

Microelectronics — 700 plus jobs —
reoccupation of an existing building.

Xⁿ Technologies, Inc. Specialized electronic equipment — 105 jobs — new building.



Haakon Industries

Air handling equipment — 60 plus jobs —
new building.



Wilcox Family Farms

Milk processing — 30 plus jobs — new plant,
and

Paul Eyraud Co. Bakeware — 20 plus jobs —
converted existing building.

Even though Spokane County was not required to plan under the Growth Management Act until July 1, 1993, Cheney anticipated in 1991 that sooner or later it would be required to plan under the act. With sooner rather than later in mind, the city's Department of Community Development began updating its 1985 comprehensive plan using the GMA format with economic development as an added element.

Taking advantage of its position as a regional center providing higher education, health care, shopping, and recreation, the city built its economic development strategy by first identifying its weaknesses and strengths. Shortcomings were then listed, taking advantage of regional GMA related planning activities. These projects include the Spokane County Inter-jurisdictional SEPA-GMA Integration Program

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Planning for Rural Development

The GMA connection to vital economic development



By Shane Hope
Managing Director, CTED Growth Management Division

Many successful rural communities use their growth management plans to promote economic development. When they set out a plan for 20 years, these communities make sure they provide for a high quality of life with desirable places for businesses to locate and infrastructure to support them.

More than half of the growth management plans adopted by local governments include economic development chapters. Many other local governments have built economic development into different parts of their plans.

The six cities and towns in rural Stevens County asked the county to plan under the Growth Management Act. During the 1990s, rapid growth made elected officials aware of what kind of facilities and services they needed and the cost of providing them to accommodate new growth. (See page 3 for an article on Colville's planning efforts. Articles about North Pacific County and the cities of Cheney and Prosser on how they are preparing for economic development also are included in this newsletter.)

Yakima County is an example among counties of a proactive approach to matching rural economic development with appropriate locations. (See page 6.) Some counties like Douglas shaped their growth management plan to focus on agriculture or other natural resources as an important economic base.

Thurston County looked at its rural zoning and made decisions about where more intensive areas of rural development could occur. (See page 7.)

In 1997, the GMA was amended based on the recommendations of the Land Use Study Commission. The amendments provided options for continuing existing development outside of urban growth areas and allowing small-scale tourist facilities and cottage industries in rural locations.

Vital rural economies demand good planning for future investments. Growth management provides a framework for ensuring the necessary ingredients can be built in. As more local plans are completed or amended, counties and cities will be able to preserve and enhance their quality of life and to attract the kind of economic development they want.

Colville cooperating with others on economic development, planning

By Sandra Madson
Colville Planning Director

The city of Colville is working with local economic development interests in the area to get ready for new and expanding businesses.

Through grants and local initiatives, we are redeveloping and restoring our downtown. A new shopping center and industrial park are under construction.

We're working on updating and expanding our infrastructure. Our water and sewer plans are current. Through capital facilities planning, we want to ensure that adequate public services and utilities will be available at the time that new businesses want to locate in Colville.

Growth management planning has offered a way for local governments to work cooperatively on planning issues important to the region, including economic development.

The rapid growth of the early 1990s in Stevens County made elected officials of the six incorporated cities and towns painfully aware of their infrastructure and the cost of extending services to accommodate new growth. Gaps and inconsistencies in development regulations between the county and cities also became apparent, as expensive new homes found themselves with industries and feedlots as neighbors.

The cities and towns recognized that a regional solution to these development issues was needed and persuaded the county commission to opt in to growth management planning.

The cities and towns also recognize that the process would only succeed if everyone cooperated and worked together. Recognizing that they faced many similar issues, and that they could stretch state growth management funding further by joining together, the cities and town created the Small Cities Consortium of

Stevens County. The members are the cities of Chewelah, Colville, and Kettle Falls, and the towns of Marcus, Northport, and Springdale. The consortium began work in 1994 by selecting a consultant team to help them through the process.

Additional funds came through a grant from the state's Planning and Environmental Review Fund.

All this hard work and careful management of funds finally came to fruition last fall when every consortium member adopted a comprehensive growth management plan (with the Shoreline Management Plan and Environmental Impact Statement incorporated) and implementing ordinances. The members expect that they will be able to permit most development that is consistent with the plan without further environmental review. This should be a cost saving for developers and an incentive to businesses to locate in the six communities.

The consortium is now working with the county to adopt interlocal agreements to permit the cities or towns to take over development review and permitting within the UGAs. Consortium members see this as a way to make permitting easier and faster for the area and to ensure that their plans are implemented over the long term.

Workshops to focus on endangered species

Perkins Coie, a law firm, and the Association of Washington Cities are sponsoring "A Local Government Workshop on the Endangered Species Act" from 8 a.m. to 4:30 p.m. May 8 at the Marriott Hotel/SeaTac and on May 14 at Cavanaugh's at Yakima Center.

For further information, contact Linda Gordon at Perkins Coie, 1-206-583-8420 or 1-800-475-6161.

Keys to Economic Development

Economic development in Washington's rural areas presents many challenges. The key ingredients for local governments to consider in economic development planning are listed below.

- Local initiative
- Long-term commitment
- Local leadership
- Coordination with nearby local and tribal governments
- Involved citizenry
- Supportive and active partners
- Realistic analysis of strengths, weaknesses and opportunities
- Agreement on future vision
- Assessment of short- and long-term impacts, including costs
- Strategic plan, with priorities and techniques
- Consistency with land use plans and other policies
- Agreement on the level of resource expenditure
- Follow-through
- Constant periodic evaluation

Sun, wine, rural setting draw people to Prosser



By Ken Carter, Prosser City Administrator and
Gayle Wheeler, Executive Director
Prosser Economic Development Association

For the last five years, Prosser has been developing its growth management plan. We've been deciding how our small town of 4,800 will use its limited resources to achieve its vision for the future.

Really important to gradual growth of the community is our quality of life. We have agriculture, lots of sunshine, excellent schools, a rural setting, safe streets, and recreational opportunities, including biking, fishing, and hunting.

The wine industry, launched in the 1970s, draws 28,000 visitors a year.

We want that to grow.

The Yakima and Columbia Valley grow 98 percent of the state's wine grapes. The wine industry brings jobs and revenue to the area and spin off service businesses.

The unique thing we have in economic development is cooperation between many partners to make it work. Prosser, Benton County, the Port of Benton County, the Prosser Economic Association, and volunteers

have collaborated on the economic development planning and efforts.

Here are projects developed cooperatively:

- **The paper "spec" program.** Since Prosser doesn't have the advantage of empty buildings for commercial or industrial tenants, we are working with

our partners to have a building architecturally designed and permitted on paper. A firm wanting to locate in the area won't have to wait three to six months to get a permit. All the permitting will be done, including the environmental analysis and review. It saves the firm time and money.

- **An "incubator" building.** Five units of 2,000 square feet each are available for rent by small businesses in a Benton Industrial Park building about one mile from downtown. Currently, two microbreweries, one winery, and a wholesale specialty bakery occupy the facility. The businesses are growing. At some point, they will outgrow the building and build a larger facility of their own. The fifth unit is a commercial kitchen where entrepreneurs can come and produce their own specialty food products for the wholesale market.

Each business has a storefront. Hogue Cellars Winery, whose wines are internationally known, and Chukar Cherries, maker of specialty Bing cherries, started out in similar small buildings. Now they are nationally known.

The Prosser partners and others interested in economic development are working on a Washington state viticulture center. The Prosser area is the birthplace of the Washington wine industry. We are envisioning a destination facility, an interpretive center that will have historical displays and educational facilities. The center would unite three of Washington's greatest assets; agriculture, tourism, and wine.

Now that our comprehensive plan and development regulations are completed, we are applying for water and sewer mains grants to serve industrial areas more effectively.

Industries are installing pretreatment facilities, which is freeing up sewage treatment plant capacity. The city has sufficient water rights to meet the demand.



North Pacific County takes regional look at planning for a healthy economy and environment

By Brent Bahrenburg
CTED Community Program Developer

Local leaders in North Pacific County are working together, with support from state agencies and others, to plan for a future that is healthy for the economy and the environment. The key element in preparing for success is many parties coming together to work on rural economic development issues.

With the county and communities updating their comprehensive plans to meet new growth management requirements, the opportunity was available to work on issues of concern to local economic development interests and state agencies.

The Pacific County Economic Development Council and Port of Willapa Harbor want to see a healthy area economy that includes assisting existing industry expansion and new commercial development. Enforcement issues related to sewage discharge are the responsibility of the state Department of Ecology, while the state Department of Health works on drinking water issues.

A moratorium on sewer hookups had been put in place because the city of Raymond was exceeding its waste discharge permit. Industry expansion in the area dependent on the city's sewer plans was restricted.

Efforts of various state government agencies providing technical or financial assistance and enforcement were in conflict. This created a confusing setting for North Pacific County, and the course as originally laid out did not provide opportunities for long-term success.

In 1995, local leaders began to address some of the significant priority projects in North Pacific County, with assistance from the Washington Community Economic Revitalization Team. The team is a single point of entry into state

and federal economic development programs. Regionally-defined solutions to environmental, health, and economic issues would guide the way.

An action team was formed. The members include the county, cities of Raymond and South Bend, Port of Willapa Harbor, Pacific County Economic Development Council, Willapa Valley Water District, and Pacific County Public Utility District No. 2, along with state agencies and two nonprofit organizations. The state agencies include the departments of Ecology, Health, and CTED. The two nonprofit organizations are the Northwest Small City Services and Rural Communities Assistance Corporation.

The team began to look for long-term solutions to address development issues rather than deal with specific enforcement issues. The product the team agreed on is the development of a regional comprehensive sewer management plan.

Current efforts include taking a watershed approach and doing a Total Maximum Daily Load study. This is part of a holistic approach, to study the waste stream to the watershed to see what can be handled from an environmental perspective. That will give the necessary information to design and define regional waste treatment needs for North Pacific County. At the same time, the team is conducting an analysis of the area's industrial waste stream.

As a result, local growth management plans will be able to match land use activities with existing demands and potential demands for the future. In designing systems to treat the waste stream, environment, health, and economic needs can be addressed. Team efforts are laying the groundwork for success to make the community sustainable over time.



The key element for success is many parties coming together to work on rural economic development issues.

Yakima County's four rural faces



Yakima County discovered that a "one size fits all" approach to rural areas doesn't work.

By Lisa Freund
Yakima County Associate Planner

When Yakima County developed its rural lands designation under the Growth Management Act, staff and citizens were guided by three principles: recognize and maintain the county's rural character, provide a variety of rural lifestyles, and reduce the demand for public services.

These principles led to flexible rural designation in Plan 2015, the county's comprehensive plan. Four different rural development subcategories are recognized and encouraged, each unique in terms of density, established development patterns, and geographical location. These four faces of rural recognize the county's historical rural patterns while providing for efficient service provision. The approach offers residents four distinct rural lifestyle choices and helps preserve Yakima County's rural nature.

The four subcategories include:

■ **Rural Settlements.** Yakima County has over a dozen small, unincorporated communities originally platted as townsites but that failed to grow for various reasons. These rural settlements have community identity, often a grocery store and gas station, and are located some distance from incorporated cities and towns. Recognizing the important role they play in affordable housing and rural lifestyle opportunities, Plan 2015 establishes a maximum density of four units per acre, provided adequate water and sewer are available. Rural Settlements may not, however, expand geographically. This high-density approach provides for a mix of commercial, residential, and agricultural-related uses.

■ **Rural Transitional Areas.** Usually close to urban growth areas, rural transitional lands contain a hybrid of densities, with lot sizes ranging from .5 to 10 acres. Difficult to service and often on gravel roads, these areas are currently unlikely candidates for inclusion in a UGA.

Plan 2015 encourages infill in these areas to reduce growth pressures in agricultural and

low-density rural areas and to minimize future public service expenditures. Transitional policies provide for an overall residential density of one unit per 2.5 acres, with a 20 percent density bonus of one unit per two acres with clustering. The clustering and open space options help ensure a sense of rural character while these areas remain outside of UGAs, yet prepare them for their eventual inclusion in a UGA.

■ **Rural Self Sufficient Areas.** The five- and 10-acre residential densities in Self Sufficient areas offer residents a more rural lifestyle option. The low densities ensure self-sufficient status — that is, each developed lot will be serviced by an individual well and septic system. Maximum average density is one unit per five acres, except when property is outside of a five-mile response radius of a fire station or does not have access to a hard surfaced road. In those cases, the density average is one unit per 10 acres. Clustering is also an option, provided there is a community water system and overall density does not exceed one unit per 5 acres.

■ **Rural Remote/Extremely Limited Development Potential Areas.** The Cascade Mountain foothills, the county's arid uplands and floodways of the Yakima and Naches rivers, make up the areas of Yakima County that are the most environmentally fragile and difficult to develop. Establishing a very low development density (one residence per 40 acres) for these areas ensures retention of open space, protects the environment, and reduces sprawl. Individual wells and septic systems should service new development in this category.

Through its rural policy development, Yakima County discovered that a "one size fits all" approach to rural areas doesn't work. However, by identifying the four prevailing rural development patterns and tailoring policies to meet each rural areas needs, the county successfully addressed the issue of rural development.

Deciding where higher rural densities fit in Thurston County

By Lynn Dosheery, AICP
Thurston County Senior Planner

Thurston County's rapid growth over the past two decades has brought with it many of the same rural land use problems found in growing counties across the state. They include loss of farmland, water quality and quantity concerns, pressure for costly public services, conflicts between differing land uses, and impacts on rural character.

Thurston County is one of the smallest in the state, allowing the farthest reaches of the rural area to be within commuting distance of local employment centers. Over time, this has led to almost a third of the county's population sprawling into the rural area, with much of that growth on one- to two-acre lots. As a result, one of the key issues the county has faced in its growth management planning is how best to stem the flow of small lot subdivisions into rural areas.

To address these rural issues, Thurston County embarked on a three-step process.

■ **Step One.** Adoption of new comprehensive plan policies in 1988 that better defined rural uses and densities. One unit per five acres was established for the first time as the common residential density. Higher densities are allowed only in very limited circumstances, primarily where those densities already exist.

■ **Step Two.** Adoption of a blanket rezoning in 1990 of the entire rural area to one unit to five acres. This immediately halted new small lot subdivisions and provided time to do a full analysis of the final zoning.

■ **Step Three.** Adoption of final rural zoning in 1993. The county's

designation and conservation of resource lands was also part of this step.

For lands outside urban growth areas, the final zoning breakdown was 46 percent natural resource lands, 49 percent one unit per five acres (with strong incentives to cluster homes), 4 percent higher density residential, and 1 percent commercial and industrial.

To determine the outer boundaries of higher density rural zones, the county developed a set of detailed mapping criteria. The criteria: 1) recognize past platting decisions; 2) reflect water quality problem areas and other environmentally sensitive areas; 3) allow some infilling to avoid penalizing larger lot owners who are surrounded by smaller lots; and 4) prevent expansion of small lots into undeveloped areas.

The criteria were placed into the final ordinance adopting the rural zoning and made a part of the public record.

Thurston County's criteria for higher density rural zones are:

- Where at least 50 percent of any area of 80 acres or more (40 acres or more along shorelines) is already subdivided into lots representing a residential density of two units per acre, one unit per acre, or one unit per two acres, the entire area is zoned at that density;
- In areas of known water quality problems and in areas adjacent to commercial shellfish harvesting areas, the percentage in the formula above is increased to 75 percent for nonshoreline areas and 90 percent along shorelines;

- A parcel of five acres or larger in size along the boundary of a higher density zone is included if more than 50 percent of its parcel edge abuts the zone;

- Where needed as a buffer or transition, a one unit per two-acre density is suitable between rural and urban areas and between two units per acre and one unit per five-acre rural zones;

- Specific areas of known environmental sensitivity—such as eagle habitat, extreme aquifer sensitivity, severe drainage problems, and erosion hazards — are zoned one unit per five acres; and

- Zoning boundaries are generally block-shaped and follow natural or man-made features, such as rivers, ridgelines, roads, and parcel boundaries.

These criteria reflect local circumstances in Thurston County and provide the "measures to minimize and contain the existing areas or uses of more intensive rural [residential]" called for in ESB 6094.

Short course focus on salmon

"Land Use as if Salmon Mattered" will be the topic of the Third Annual Hood Canal Watershed Short Course on Land Use Planning from 9 a.m. to 4 p.m. April 22 at the Alderbrook Inn Resort in Union, Washington.

A "salmon track" will focus on proposals to list one or more Hood Canal Salmon stocks as threatened or endangered under the federal Endangered Species Act, look at how these actions may affect the future of the watershed and its residents, and explore some solutions. Call 1-360-445-2136 for information.

Providing services for economic development

By Bob Martin

City of Walla Walla Development Services Manager

Growth management planning is very important to the economic well being of the city of Walla Walla. With little vacant land in the city, new housing must be constructed for workers who will come to the area during the 20-year growth period.

Cheney combines GMA planning efforts and economic development

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(geographic information system development), Phased Environmental Review for Interim Urban Growth Areas, and a Land Capacity Analysis.

These tools enabled the city to:

- Gain an idea of how much land was being used in all zoning and comprehensive land use classifications, how much was left, and how much was needed to insure commercial/industrial ventures were comparable with residential development;
- Find out what type of land uses consumed huge amounts of city services and tax funds more than contributing to the revenue stream;
- Identified early on present and needed capacity for water and sewer; and
- Shorten the time period between planning and implementing.

In looking at how development will occur in the Walla Walla's urban growth area, the city wants to develop a strategy so that large developable residential parcels on the outer edge of the UGA can be efficiently served. The current development pattern of one-half to two-acre "rural subdivisions" is not allowed by the city's newly adopted growth management plan. Urban density development within the UGA will allow population projections to be accommodated so that further erosion of valuable agricultural land just outside the UGA will not occur.

Our response is a city-funded, long-range proactive utility development strategy for the UGA. A consultant will be hired to answer questions about how the city could cost effectively extend water and sewer trunk lines through the ring of current rural development out to the large developable parcels at the edge of the UGA. These parcels would then have city utilities available and would be required by the county to develop at city densities with full city utilities and transportation facilities.

Given financial constraints, it is clear that the city would only be able to do this in one area of the UGA at a time. The city will have the challenge of selecting which area gets served first and which ones have to wait for development in Phase 1 to pay the city back so that Phase 2 can be funded.

The consultant will:

Determine the areas within the UGA that constitute coherent utility service areas;

Develop basic designs for water and wastewater trunk facilities;

Provide basic cost estimates for the construction of the three or four most likely utility service area trunk systems; and

Recommend a priority listing of the potential areas based on cost-benefit analysis.

The city council will consider the recommendation and will determine if utility construction into the UGA should proceed.

Conference looks at salmon

"Salmon in the City – Can Habitat in the Path of Development Be Saved?" is the topic of a conference May 20 and 21 at the Best Western Cotton Tree Inn in Mt. Vernon.

The keynote address will be given by Bern Shanks, director of the Washington Department of Fish and Wildlife. Other speakers include: Les Eldridge, Western Washington Growth Management Hearings Board; Jennifer Belcher, commissioner of public lands, Department of Natural Resources; Curt Smitch, chair, Governor's Board of Natural Resources; Senator Karen Fraser; and others.

Call 1-800-942-4978 for details.



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